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ABSTRACT

This report submitted to the World Bank analyzes the early childhood development (ECD) policies, strategies, and programs in Egypt in 2001. Information was gathered from documents, observations in kindergartens and nurseries, interviews with more than 50 teachers and parents, and a survey of policymakers and program managers in Cairo, Egypt. The report is presented in eight parts. Following introductory remarks, Part 2 presents general background information on factors influencing ECD policy development, including population and demography, nutrition and health, literacy, and economy. Part 3 presents the ECD policy framework, detailing the responsibilities of the National Council for Childhood and Motherhood and the Ministries of Education, Insurance and Social Affairs, and Health and Population. Part 4 describes center-based care and education programs, noting that there has been steady, although modest, growth in private sector kindergartens and rapid growth in preschools. Government commitment has contributed to improved class sizes, educational technology, and teacher qualifications. Part 5 presents information on the quality, standards, and norms for care and education of young children in Egypt. Part 6 discusses parent expectations for early childhood development and education related to safety, values education, school readiness, and second language education. Part 7 focuses on ECD financing, providing information on public expenditures for education in general and kindergarten in particular, public expenditures for nurseries, cost-sharing and private cost of ECD, household expenditures on children and education, and implications to improve current public ECD financing. The report concludes by asserting that Egypt has adopted appropriate policies and programs to optimize the development of its young children. (Contains 14 tables, 2 figures, and 13 references.) (KB)

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ED 466 654

The World Bank

Arab Republic of Egypt
Review of Early Childhood Education and Human Capital Formation

Deliverable 1(b)

Report providing analysis of Egyptian ECD policies, strategies, programs and associated public and private expenditures

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World Bank Review of Early Childhood Education and Human Capital Formation
Arab Republic of Egypt

Deliverable 1(b): Report providing analysis of Egyptian ECD policies, strategies, programs and associated public and private expenditures

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LIST OF ABBREVIATION

GDP: Gross Domestic Product
KG: Kindergarten
ECD: Early Childhood Development
ECE: Early Childhood Education
GAEB: General Authority for Educational Buildings
INP: Institute of National Planning
LE: Egyptian Pound
MISA: Ministry of Insurance and Social Affair
MOE: Ministry of Education
MOF: Ministry of Finance
MOH Ministry of Health and Population
NCCM: National Council for Childhood and Motherhood
NGO: Non-Governmental Organization
PPMU: Program Planning & Monitoring Unit of the Education Enhancement Program (World Bank / European Union) at MOE

1

INTRODUCTION

This document presents information about and analyses of early childhood development (ECD) policies, strategies, and programs in Egypt in 2001. Information was gathered from documents (a bibliography is attached), observations in Kindergartens and nurseries, interviews with more than 50 teachers and parents, and an expert survey of policy makers and program managers in Cairo. This document is jointly prepared by following consultant: USHIOGI Morikazu (PADECO), TANAKA Shinichiro (PADECO), Chloe O'GARA (AED) and David SPRAGUE (AED).

Policies, classrooms and care settings, and even costs and funding streams are highly variable in this new and changing field. This capsule profile of the current ECD situation is an initial background paper for discussion not .an exhaustive or definitive exploration of the issues. We brought together one snapshot of the many facets of ECD policies and programs in Egypt today in the hopes that this will stimulate comment and conversation about these very important issues as investments in ECD are weighed against competing claims on limited resources.

This document is submitted as the "deliverable 1(b) a report providing analysis of Egyptian ECD policies, strategies, programs and associated public and private expenditure" in fulfilling the Contract No. 7112063 between the World Bank and PADECO Co., Ltd, titled as "Arab Republic of Egypt Review of Early Childhood Education and Human Capital Formation".

2

GENERAL BACKGROUND INFORMATION AFFECTING EARLY CHILDHOOD DEVELOPMENT IN EGYPT

2.1 Population/Demography

Egypt's population has grown rapidly in the past few decades. According to the 1996 census, there were 59.3 million people in the country, and it is estimated that the population is closer to 66 million today. The total population has increased nearly 20 million in the last 15 years and the national population growth rate currently is 2.1 percent. The size of the population is particularly important because virtually all these people live on only 2 percent of the 1 million square kilometers of land comprising Egypt, thus making it one of the most densely populated areas of any country in the world.

In 1985, approximately 7 million Egyptian children were under five years of age, and made up 15 percent of the total population. Today there are approximately 8.7 million children five years of age and below, representing 13 percent of the population. It is noteworthy that this percentage is dropping and will not get larger over the next twenty-five years, provided the population growth rate continues to fall, even though population momentum and longer life expectancy will increase the total number of people. (Between 1960 and 1996, life expectancy at birth increased for males from 52 to 65; for females it increased from 54 to 69 over the same time frame.) Egypt has done a commendable job of lowering the population growth rate from 2.8 percent in 1986 to 2.1 percent in 1996. However, population momentum will continue to expand the numbers of young adults over the next twenty-five years as the proportion of Egyptian people in the 15 to 35 age range increases.

Population pressure will continue to be felt especially in the rural areas. Fertility among rural women is still substantially higher than among urban women. Rural women will have nearly four births by the end of the childbearing period while urban women will have just over three births. By region, fertility levels vary from a low of 2.9 births per women in the urban governorates to 4.7 births in rural areas of Upper Egypt.

Approximately 45 percent of the population is now urban and this percentage is increasing rapidly. Forty percent of the urban population lives in Cairo and Alexandria. Thirty six percent live in the poorer governorates of Upper Egypt and comprise the bulk of the population that live in poverty.

2.2 Nutrition and Health

Egypt has made remarkable progress in dealing with the main causes of morbidity and mortality in children. Before 1985, approximately 174,000 infants per year died before

their first birthday and an additional 65,000 per year died before the age of five years. The main causes were communicable childhood diseases, diarrhea and acute respiratory infections. To address these problems, improvements were made in the immunization program, in techniques for the diagnosis and treatment of respiratory infections, and in provision of oral dehydration therapy.

According to the Egypt Human Development Report (1997-98), the infant mortality rate has declined by more than two-thirds in the past 40 years, from 108 in 1960 to 29 in 1996. By 1995 mortality among children under five years of age had dropped to one-fourth its level in 1960. Now 99 percent of the population has reasonable access to health services and almost 90 percent of one-year olds are fully immunized.

As is true with other development indicators, the progress in health in the governorates of Upper Egypt has been less impressive. While the national infant mortality rate in 1996 was 34, the average in Upper Egypt was 47. Similarly, the national mortality rate for children under five years of age in 1996 was 44 and the average in Upper Egypt was 61. In three governorates of Upper Egypt, the under-five mortality rate was above 70. Even within the governorates of Upper Egypt, there is a decided difference between urban and rural areas for many health indicators. For example, 66 percent of births in urban areas are attended by health personnel as contrasted with only 32 percent in rural areas.

2.3 Literacy

The literacy rate among adults (those age 15 and above) is surprisingly low for a country as developed as Egypt. In fact, although the rate of illiteracy dropped over the past ten years, the absolute number of illiterates increased from 16 million in 1986 to 16.4 million in 1996. The national literacy rate in 1996 was 56 percent, with a split between urban and rural areas of 70 percent to 44 percent. This disparity between urban and rural areas is most pronounced for women. Only 35 percent of the women in rural Lower Egypt and 20 percent of the women in rural Upper Egypt are literate, compared to 65 percent of the women and 72 percent of the men in the major urban governorates of Cairo, Alexandria, Port-Said and Suez.

Primary education has been compulsory in Egypt since 1971 when government, bolstered by a Constitutional provision, promised free education to all Egyptians through the university level. This requirement was extended to the preparatory stage, which includes grades 6,7 and 8, in 1981. The national percentage of females enrolling in primary school has risen from 64 percent to 86 percent between 1971 and 1996 but females in rural Upper Egypt still lag at 74 percent enrollment.

2.4 Economy

Significant economic growth is essential for higher living standards. Fortunately for the majority of the people of Egypt, macroeconomic indicators have been generally positive over the past twenty years. The annual GDP growth rates have exceeded 5 percent and per capita income has risen to nearly $1300 per year.

The Government of Egypt has made a concerted effort during the1990s to promote the private sector and decrease the role of the state in the production and distribution of goods and services. There have been significant accomplishments in privatization, deregulation, financial market development as well as price and trade liberalization. Output in the industrial sector by the private sector has grown from 58 percent in 1991/92 to 84 percent in 1999/00.

Major investments in infrastructure over the past twenty years enable the majority of Egyptians to enjoy reliable power, functioning water and wastewater systems and dependable telecommunications. These are major accomplishments that are most noticeable in urban areas.

Despite this impressive record, the economy is still fragile and narrowly focused. Poverty for the bottom third of the population and inequitable distribution of the benefits of economic growth remain significant problems. Redistribution of the benefits of economic growth to people at all levels of society remains a challenge to be met while emphasizing export expansion and structural reform.

This redistribution is critically important because, as the Egyptian Human Development Report (1997/98) points out, "income disparity is often linked with disparity in access to social services and productive resources and in the pattern of public expenditure." In the education sector, the combined enrollment ratio in urban Egypt in 1997/98 is 60 percent for the poor and 80 percent for the rich. The difference between the rich and the poor becomes even more apparent at the university level, funded almost entirely by public expenditure, where the enrollment ratio of the poor is approximately 17 percent of the rich. At the secondary level the gap is 50 percent. The same story applies to infrastructure. Almost 100 percent of rich households in Egypt have immediate access to potable water, compared to only 67 percent of poor households.

3

POLICY FRAMEWORK OF EARLY CHILDHOOD DEVELOPMENT IN EGYPT

The Egyptian policy framework for young children is defined in the Law of the Child (1996 No. 12; legitimating law, Article 12). Egypt recently launched the Second Decade (2000-2010) for the Protection and Welfare of the Egyptian Child calling for renewed effort to meet the needs of young children. The regulatory environment for services for young children is further defined by periodic ministerial decrees.

3.1 Multicultural Environment

The Government of Egypt has divided the principal responsibility for early childhood development among: the nursery programs of the Ministry of Social Welfare (ages 0 to 3), the kindergarten program of the Ministry of Education (ages 4 and 5), the medical programs of the Ministry of Health and Population for children under five, and the overall policy and coordinating function of the National Council for Childhood and Motherhood (NCCM) which was established in 1998.

3.2 National Council for Childhood and Motherhood (NCCM)

NCCM was established in 1988 with the Prime Minister as its head and Egypt's first lady, Mrs. Suzanne Mubarak as the Chairperson of the Technical Advisory Committee composed of the ministers of Social Affairs, Health, Education, Culture, Labor, Planning, Information and the Higher Council for Youth and Sports. This high level representation signals the importance of early childhood development for the Government of Egypt and the conscious attempt to coordinate the various governmental and non-governmental efforts. The Council is designated as the highest authority within the government for proposing general strategies and policies in the field of childhood and motherhood and for formulating a comprehensive national plan.

3.3 Ministry of Education (MOE)

The Ministry of Education (MOE) is in charge of preschools for ages 4 and 5. Law 143, passed in 1951, gave the legal foundation for establishing two year kindergartens under the jurisdiction of the MOE. In 1992, there was a Presidential decree issued at the Conference for Reform of Elementary Education that stipulated that henceforth all new government primary schools would have one kindergarten classroom for every six primary school classrooms. The addition of preschools to existing government schools would depend on whether space was available. The teacher qualifications and physical conditions for these classes are spelled out in Article 12 of the Law of the Child and are to be followed by both government and private kindergartens.

Government kindergartens are not free to parents. In theory parents pay LE 15.2 per year; in reality schools charge what the traffic will bear, as high as LE 200. See the finance section below for more information.
There is a stated goal (promulgated by NCCM) of doubling the number of kindergartens (up to 6000) by the end of the second decade of the 21st century and making kindergarten compulsory in the official educational system. Currently, kindergartens, both public and private, service approximately 12 percent of the children in the 4 to 5 age group.

3.4 Ministry of Insurance and Social Affairs (MISA)

The Ministry of Insurance and Social Affairs (MISA) provides insurance for health services for young children. Since 199 Egypt's young children have been entitled to health insurance. At birth each child is to be registered with the health insurance scheme. Families pay LE 5 per year to sustain coverage. 95% of children under five are covered under this system. As a result of this plan, when children in nurseries, preschools, or schools need medical attention, it is readily secured from nearby providers.

In February 1966, ministerial decree No. 15 established the General Department For Family and Childhood of the MISA. One of its chief responsibilities is the supervision of nursery programs. The legal basis for the establishment and regulation of nurseries is spelled out in Law No. 50 (1977), ministerial decree No. 207 (1978), and, most importantly, in Child's Law Article No. 12 in 1996.

The policy of the General Department For Family and Childhood is "to provide the children with care and protection before school age through activities and programs which achieve happiness and develop their abilities before going to school." This program receives some government funding but the vast bulk of it is implemented through private sector NGOs and is sustained by fees paid by parents. The commercial sector too has a role in provision of care for children under 4. By law industries are required to provide a nursery at the work site if there are more than 100 women employees. Compliance is honored in the breach. There are only 100 such nurseries in the country

3.5 Ministry of Health and Population (MOH)

The health policy and strategy for the Ministry of Health and Population have been spelled out in the Declaration for the Egyptian Child Care and Protection Decade (1989-1999), the President's Health Objectives for the Year 2000 and the Government of Egypt's Five Year Plan. The goal is to improve the health and well being of infants, children under five, and women of childbearing age. Implemented through district health offices and primary health care facilities, the priorities have been immunization coverage for polio and neonatal tetanus and better treatment of acute respiratory infections. Today 99 percent of the population has reasonable access to health services and almost 90 percent of one-year olds are fully immunized.

4

CLASSROOMS AND TEACHERS FOR YOUNG CHILDREN IN EGYPT

This review concentrates on policies and programs in Egypt that directly impact on cognitive and psychosocial development of the young child. Health and nutrition aspects of young children's lives have been reviewed elsewhere.

Care in the home is arguably the most critical determinant of a child's development, and there are a few programs, such as parent education or home visiting programs, to improve care for young children by parents or other caregivers. This report, however, concentrates on care and education for young children in centers and preschools for two reasons. First, these have been expanding rapidly as women enter the workforce. Second, with Egypt's commitment to Education for All, every child – including those from homes where caregivers are poor and illiterate -- needs to be ready to enter and succeed in primary school in Egypt.

4.1 Preschool / Kindergarten: Education for 4 and 5 Year Olds

Preschool education is growing in Egypt, particularly in the public sector (Table 4.1). In 1991/1992 there were 1196 public and private kindergartens. They offered a total of 5672 classrooms and served 223,051 children. The average class size was almost 40 children. In the ensuing 10 years, the growth in numbers of private sector kindergartens has been steady but modest,[1] but preschool education in government schools has expanded very rapidly, increasing eight fold in the last decade. Every new public primary school is now mandated to have 2 kindergarten classrooms, a KG1 class for 4 year olds, and a KG2 class for 5 year olds. At existing primary schools, kindergarten classrooms are being prepared by renovating existing primary education classroom.

Table4.1: Preprimary Schools, Classrooms and Students: 1992 and 2000
Public and Private Preschools, Egypt

	Public		Private		Total	
	1992	2000	1992	2000	1992	2000
Schools	306	2,534	890	1,171	1,196	3,705
Classrooms	1,001	5,806	4,672	5,621	5,673	11,427
Students	34,875	176,827	188,176	176,315	223,051	353,142

Source: MOE Kindergarten Authority.
Notes: 2000 data do not precisely match data from the MOE statistical office. The KG authority manually tabulates data from the MOE statistical office in order to produce the reports it needs for management purposes.

[1] Private preschool has probably grown more than these numbers suggest. The nursery system, which is overseen by the Ministry of Social Affairs (MISA) is supposed to serve children before Pre-school (0-3). Many nurseries offer services up to primary school entrance, i.e. through 5 years of age. However, kindergarten level services in nurseries are under the supervision of MISA, not MOE, and are not included in these data. They appear, undifferentiated from nursery services for children from 0-3 years, in MISA counts.

Figure 4.1 below, shows the rapid growth in gross enrollment ratios for preschool in Egypt just from 1997 to 1999, a period of three years during which gross enrollment ratios rose from less that 12% to more than 13% of 4 and 5 year olds in Egypt.

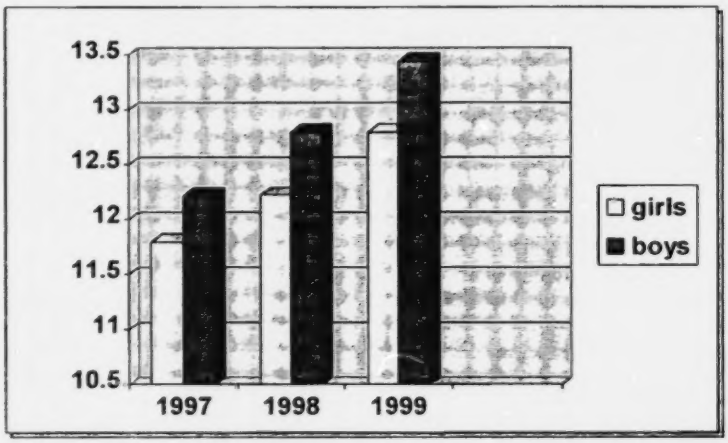


Figure 4.1: Enrolment Rate for Preschool in Egypt

Table 4.2 shows numbers of children aged 4 and 5 years who are currently in preschool. 47.6% of preschool students are girls.

Table4.2: Total number of Preprimary Students: Egypt 99/2000[2]
By Gender, In Public and Private Preschools

	Public	Private	Total	GER (%)
Girls	81,184	87,568	168,752	12.8
Boys	92,093	93,590	185,683	13.45
Total	173,277	181,158	354,435	13.13

Source: Ministry of Education (1999)

The average size of a public preschool class today is 30 children, while the average size in a private preschool is 32, a precipitous drop from the average size of 40 a decade ago, and a necessary change to improve the quality of preschool. Class size varies across governorates. For example, in North Sinai the average size of preschool classes is 20 children. South Sinai reports no private preschools at all. At the other extreme, the average public preschool class in Damietta has 39 children and the average private class has 44.

The entrance of the government into preschool probably was critical to this improvement in class sizes. Another indicator of the government's commitment to quality preschool education is its investment in technological development of kindergartens. 704 schools with KG classes (44%) had been outfitted with computer and AV systems by 1998. Another 800 are slated to be similarly equipped by this year. Regardless of the relative merits of these particular approaches, this level of investment sends a clear signal about the value of preschool, raises parent expectations, and raises standards for private providers.

[2] Unfortunately we are unable to disaggregate the two age groups to calculate gross enrollment ratios for each. The government offers two years of preschool, referred to as "KG1" and "KG2".

The presence of qualified teaching staff in classrooms has also increased, again reflecting commitment to preschool access and quality in the government education system (Table 4.3). In 1991 / 1992 there were 1128 teachers specialized in early childhood development. In 2000 there were 8809. Total staffing increased from 10,688 in 1991 / 1992 to 15,730[3] in 2000.

Table4.3: Preprimary Teaching Staff: Egypt 99/2000, by Qualification, In Public and Private Preschools

	Public	Private	Total
University Education Degree	6,064	2,168	8,232
University non education	320	4,453	4,773
Secondary and Post 2ary	1,023	1,702	2,725
Total	7,407	8,323	15,730

Source: MOE (1999)

Preschool teaching staffs are overwhelmingly female. In the public system, 7,362 preschool teachers are women, while only 45 are men, almost all of them in Cairo and Giza. 82% of government employed preschool teachers have university education degrees. Only 26% of private preschool teachers are similarly qualified. Another 53% have university degrees in other fields.

4.2 Nurseries: Care for under 5's

There are three main ways to establish a nursery in Egypt and all are under the supervision of the Ministry of Social Affairs. The first is under the annual plan of MISA. The Ministry turns the nursery over to a nongovernmental organization (NGO) to manage and provides technical assistance and budget support. The second approach is initiated by an NGO that establishes the nursery under the requirements of Article 12 of the Child's Law and is supervised by the MISA. There are approximately 15,000 NGOs registered at MISA, of which one-third have nursery services. The third approach is similar to the second but initiated by a private individual. (The latter may in turn hire an NGO to run the nursery.) In all cases, MISA may provide full or partial budget support and is responsible for the standards spelled out in Article 12.

There are currently 7,525 nurseries (up from 6,000 in 1995) throughout the country (Table 4.4). The vast majority (5,010) of these are operated by local NGOs while private individuals run the bulk of the remainder (2,267). Only 2,402 of the nurseries were established within the plan of MISA, which means that more than two thirds of the nurseries around the country (5,123) are the result of private initiative. The nurseries provide services to approximately 600,000 children (up from 500,000 in 1995). This represents only 10 percent of the 0 to 4 age group.

[3] 2000 data are from the Information and Computer Department of the MOE, "Pre-University Education Statistics 1999-2000".

Table4.4: Nurseries, Staff, and Children, 2000, NGOs, Private, and MISA Centers, Egypt

	Public	NGO/private	Total
Nurseries	2,402	5,123	7,525
Staff	N.A.	N.A.	43,937
Children	N.A.	N.A.	594,715

Source: MOE (1999)

Given the unemployment problems in Egypt, it is not surprising that it is not difficult to find qualified people to manage and staff these nurseries. There are currently almost 45,000 employees divided among directors (5,516), supervisors (18,202), secretaries (3,290) and nannies (13,513). The directors and supervisors are required to have a diploma and at least two years of experience in providing child care. MISA apparently has the legal authority to influence the selection of all employees but it appears that, in practice, this oversight is confined to MISA nurseries.

5

QUALITY, STANDARDS AND NORMS FOR CARE AND EDUCATION OF YOUNG CHILDREN IN EGYPT

The 1996 Law of the Child governs kindergarten and nurseries in Egypt. This law sets goals and standards. Norms, while widely known, are not specified in the Law of the Child. Ministerial Decrees are the de facto code for conduct and norms.
Kindergarten is offered by private providers and by the government as KG1 and KG2 classes for 4 and 5 year old children respectively. All Kindergartens, public and private, must be registered with the MOE. There are four types of kindergartens: (1) official (government) Arabic, (2) official language (usually French or English), (3) private Arabic and (4) private language (French/English/German). A student entering one of these must stay with the same type of class until the sixth grade. The only exception is switching from language to Arabic. In reality a small percentage of children come and go from public to private schools, and some KGs acknowledge that the children they enroll may go on to a different public school than the one in which the KG is situated.

5.1 Physical Standards and Norms

The government kindergartens are offered in classrooms attached to public primary schools. The General Authority for Educational Buildings (GAEB) builds school building according to standards for primary classrooms, based on 40 students per classroom. Standards require 1.1 sq.m per student and 40sq.m per classroom.[4] The number of classrooms at public schools that offer kindergarten varies from 2 to16. Two classrooms attached to a primary school, one each for KG1 and KG2, is most typical.[5]
"Nurseries should have special specifications. They should have a space for free movement, green areas, musical instruments, play tools and equipment, drawing and painting stuff, places for rest and tranquility, special designs for water closets, tables, chairs and corners with cushions for the teacher, with children sitting around her, listening to stories and oral information" [6]

5.2 Curricula

The government has not issued a formal KG1 or KG2 curriculum for public preschools. Instead there is a set of instructional materials, 5 books printed by the Ministry of Education and purchased by each school to give to each preschool student. Teachers also receive a manual/guide to other activities with students.

[4] GAEB to Shin Tanaka, Feb 8, 2001.

[5] Mme Aida, MOE / KG Authority.

[6] NCCM 1999: 14

Teachers are not entirely comfortable with these instructional materials. The guidance and orientation given to teachers regarding the purpose and goals of preschool education does not match the emphasis on books. Teachers contrast the MOE guidance at the beginning of the books -- that teaching children to read and write is not the goal of preschool -- with the literacy or numeric skills focus and exercises at the end of the very same book.

5.3 Teacher Education and Training

A qualified preschool teacher in Egypt has a Bachelor of Arts degree with a specialization in education and early childhood. She has spent two of her four university years in a supervised field placement(s). Training focuses on the KG instructional materials provided by the ministry. In addition there is an emphasis on creativity in the preschool classroom. There is no automatic assignment for ECE/ECD graduates from university any more.

The presence of qualified teaching staff in classrooms has increased, again reflecting commitment to preschool access and quality in the government education system. Two teacher training colleges specialize in preparing early childhood teachers, one in Cairo and one in Alexandria. Each will turn out about 600 new preschool teachers in 2001. Additional early childhood specialists are prepared in other teacher training colleges, but in smaller numbers. Total annual numbers of newly qualified preschool teachers depend on the number of students referred to the course four years earlier based on their secondary school leaving exam results.

There is a tendency towards an over supply of teachers in urban areas, and shortages in rural area. Teacher allocation is handled centrally by the MOE that defines the required number of teachers at each governorate, coordinating teacher surplus or shortage. The cabinet issues final approval of allocations, while governorates are responsible for teacher recruitment and salary payment. Over-time by existing teachers, and allocation of other subject teachers to KG are two measures used by schools to cope with teacher shortages.

Today at most public kindergartens, applicants need a pre-school specialized education diploma; some teachers, particularly those on part-time basis, may have non-ECE diploma. Having an ECE/ECD related degree does not guarantee a supervising teacher position at the moment.[7] Even though preschool teachers can be paid better – or worse -- in the private sector many would prefer to work in public sector. The public sector ensures that personnel won't be laid off, guarantees pensions, and offers a wide range of fringe benefits such as allowances. Multiple allowances are permitted and can be significant. For example, teachers at Public English Language Kindergarten tend to be paid better than those at Public Arabic Language Kindergarten, by as much as 50%. This is due to a special allowance for English teaching. All the teachers in public education institutions (i.e. Kindergarten, Primary, Preparatory, and Secondary) are paid

[7] A conference organized by NSCE recommended more supervising teacher with ECE/ECD related academic background.

on same criteria, by following a salary table defined for all civil servants. A university graduate teacher's salary starts from "Level 3".

School inspectors and school principals handle teacher evaluations and promotions. A teacher has a chance to sit for promotion examination after 5 years of experience at her current Level. Examination has three stages, a universal examination for all civil servant, followed by three types of training (on administration, computer skill, and English), and finally, an examination for a new position.

Private kindergartens have more flexibility in their standards and requirements for recruitment of teachers. There is a specialized unit at MOE to monitor quality of teachers in private institutions.

Non-specialized preschool teachers who do not have training in a college program are not offered any pre-service training, orientation, or special preparation beyond the guidance given to them by their supervisors on the job. School inspectors are in charge of teacher in-service training and supervising the teaching and learning process. Each oversees 30 teachers.

The training colleges are in the early stages of planning to address the pre-service gap for non-specialized preschool teachers. The universities are also developing in-service training for preschool teachers some of which will be distance learning. These new efforts are not presently coordinated with MOE in-service training.

In-service training is offered to KG teachers by the MOE via group discussions after watching video tapes. Schools must release teachers to go to the training site. Since many KG classes boast a teacher and an assistant, many are released for training, but many must go during vacation. Teachers find the practical segments most valuable, such as how to make and use instructional materials, how to manage difficult behaviors.

Supervising teachers at nurseries are poorly paid (LE30-60 /month) in comparison to their colleague in public kindergartens. Nevertheless, nursery teaching is a good job opportunity available for a young female in her local community near her family.

6

PARENT EXPECTATIONS FOR EARLY CHILDHOOD DEVELOPMENT AND EDUCATION

The principal cause for nurseries and KG programs in Egypt is widely thought to be women's employment and income earning. All informants cited this as the heart of the social transfer of child rearing to schools and local organizations. Consequently informants also emphasized the development of positive social attitudes, good values (often religious) and interpersonal skills in nurseries and kindergartens.

There is no count of non-formal nurseries and childcare centers. Parents and teachers agree that there are lots of nurseries and KGs, and that restricted supply is not a constraint to services. Families unable to get their children into the government school KGs have plenty of options for child care. However quality and cost are variable and unregulated. Options for early childhood *education* are more limited however. Getting one's child into one of the few educationally oriented and good quality KGs appears to be an indicator of upwardly mobile values and savvy.

The experimental KGs and expensive private KGs are valued by the parents whose children participate. They transport children to get them to these institutions, bypassing closer less expensive schools.

First among parental expectations is safety. The child must be physically safe and restrained. Behavior control is valued and expected by most parents and school personnel. One can observe a range of acceptable behaviors in preschool classrooms in Egypt. In some a high level of activity, both physical and verbal, is acceptable. However, activity moderates quickly when teachers request it; there is a sense of order and control.

A second parental expectation is values education. Parents expect their children to be molded into responsible, functional members of Egyptian society. Many are attracted by religious education, even for infants and toddlers. Active learning and developmentally appropriate care and instruction may be lower or even unknown priorities in care settings and preschools where religious education is the priority.

A third expectation is school readiness. Among the large number of parents in urban areas who send children to experimental KGs and expensive private KGs, school readiness is the most important cause for enrollment. Many would like to insist on early functional literacy. As noted above, the MOE guidance is to delay literacy instruction until after kindergarten. However the MOE kindergarten instructional materials include literacy exercises.

Exposure to second language (s) is highly valued by some parents. The Experimental Kindergartens typically offer instruction in English. Parents are attracted to this and willing to pay a premium for it.

7

ECE/ECD FINANCE IN EGYPT

7.1 Introduction

The MOE and the MISA were reluctant to release information and data without clearance from the Minister or his/her designee. While this is understandable in dealing with foreign organizations, it appears at times that data are not adequately shared within and between government ministries. There is also often a duplication of effort in the collection of data between departments within the same ministry and excessive use of manual counting for tasks much more suited to the use of a computer.

In general, data on kindergarten (pre-school) education at national level are not widely available. Further, discrepancies are evident among data from different sources because: (1) kindergarten is not compulsory so less attention has been paid to this sector; (2) most public kindergartens are attached to a primary school, and the budgeting for kindergarten has been treated as a part of primary school; and (3) national education public finance, including for kindergarten, is double-tracked; each school has two budget resources, one directly from MOE and the other from the Ministry of Finance (MOF) through the governorate. Because of these realities, information and data in this paper are fairly limited and may not always be consistent.

7.2 Public Expenditure on Education and Kindergarten

The public sector is the biggest provider of kindergartens in Egypt. In 1999/2000, there were approximately 3,700 kindergartens with 11,427 classrooms accommodating approximately 350,000 pupils. The public sector offers services to approximately 2,500 (70%) kindergartens, 5,800 classrooms (50%), and 177,000 (50%) pupils. The remaining portion is offered in the private sector

The structure of finance for public pre-university education, (part of which is kindergarten/pre-school education), is complicated in terms of both vertical and horizontal structure. At the central level, two ministries: Ministry of Education and Ministry of Finance are in charge of financing education, thus the educational finance structure is two-channeled. The Ministry of Education directly finances pre-university education institutions, while the Ministry of Finance funds the govenorate's education expenditures, which are part of the governorates' general expenditures. Budget requests and disbursement are done directly between MOF and each governorate, and MOE is not involved in this process. For example, the public kindergarten fee is defined by each governorate, and the central MOE only receives a report to monitor the prices.

In 1998/99, total public education expenditure was approximately LE 15,715 million, of which 63.9% went to pre-university education that consists of primary, preparatory, and

secondary education (Table 7.1). Kindergarten expenditure is regarded as a part of primary education, thus no disaggregated budget information is available. The share of total education expenditure to GDP in 1997 was 5 percent that was 16.2 percent of total government expenditure.

Table7.1: Real Education Expenditure (1999 L.E. Millions)

	1990/91	1991/92	1992/93	1993/94	1994/95	1995/96	1996/97	1997/98	1998/99
Primary and Secondary	5,956	6,076	7,122	7,032	7,636	8,488	9,280	9,023	10,036
Higher Education	3,613	3,844	3,934	4,066	4,475	4,629	5,234	5,507	4,442
Other	554	173	249	1,831	2,443	2,754	2,832	1,947	1,237
Total Education Spending	10,122	10,094	11,304	12,929	14,554	15,871	17,345	16,478	15,715
(%)									
Primary and Secondary	58.8%	60.2%	63.0%	54.4%	52.5%	53.5%	53.5%	54.8%	63.9%
Higher Education	35.7%	38.1%	34.8%	31.5%	30.7%	29.2%	30.2%	33.4%	28.3%
Other	5.5%	1.7%	2.2%	14.2%	16.8%	17.4%	16.3%	11.8%	7.9%
Total Education Spending	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: World Bank-PPMU

Public education funds go only to public sector educational institutions. There are no financial schemes for private educational institutions. The same holds true for kindergartens. All of the public resources go to public kindergartens (Arabic and Language Schools). Because most kindergartens are attached to public schools, and the salary scale of primary teachers applies to kindergarten teachers, budgetary information for kindergartens is aggregated with pre-university education sector.

The Egyptian government's annual budget consists of 4 chapters and is followed by all the ministries, including Ministry of Education. Each budget include:

- Chapter 1: Wages and Salaries (Salaries, wages, financial incentive, etc.)
- Chapter 2: Recurrent Costs (recurrent costs other than chapter 1)
- Chapter 3: Investment Costs (school construction and rehabilitation)
- Chapter 4: Capital Costs (capital costs such as loan repayment)

The central ministry's budget portion is relatively limited. In 1998/99, the central Ministry was responsible for approximately LE 1,535 Mil (17% of total Pre-university education budget), while the governorates handled LE 7,500 Mil (82%) (Table 7.2).

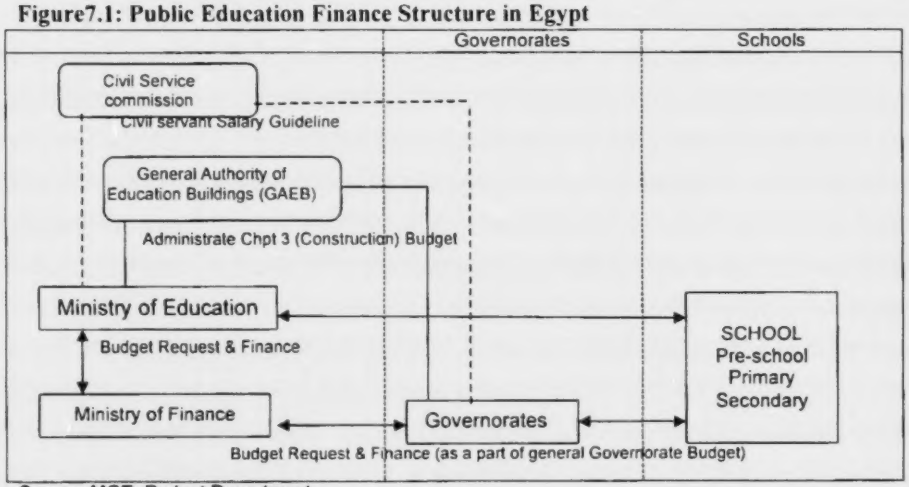
Table7.2: National Expenditure allocation by channel (1999 LE Mil.)

	1994/95	1995/96	1996/97	1997/98	1998/99
Chapter 1 (Wage and Salary)					
Primary and Secondary	5,375	6,107	6,707	6,164	7,508
Central Ministry and Agencies	251	307	351	395	409
Governorates	5,124	5,801	6,356	5,770	7,099
Islamic Schools (Al Azhar)	613	711	766	860	857
Chapter 2 (Other Recurrent Cost)					
Primary and Secondary	1,180	1,232	1,239	1,278	1,296
Central Ministry and Agencies	852	876	845	851	929
Governorates	328	356	393	427	367
Islamic Schools (Al Azhar)	99	105	113	126	122
Chapter 3 (Investment)					
Primary and Secondary	268	206	248	375	195
Central Ministry and Agencies	72	162	205	340	195
Governorates	196	44	44	35	0
Islamic Schools (Al Azhar)	96	109	152	194	56
Chapter4 (Capital Expenditure)					
Primary and Secondary	5	17	55	25	2
Central Ministry and Agencies	2	2	36	18	2
Governorates	3	15	20	8	0
Islamic Schools (Al Azhar)	0	0	0	0	0
Total Pre-university Education					
Primary and Secondary	6,829	7,562	8,249	7,843	9,000
Central Ministry and Agencies	1,177	1,347	1,437	1,604	1,535
Governorates	5,652	6,215	6,813	6,239	7,466
Islamic Schools (Al Azhar)	808	D926	1,031	1,180	1,035

Source: World Bank-PPMU

Among the four budget chapters described above, Chapter 3 (investment) budget is administered by the General Authority of Educational Buildings (GAEB), which is a special organization attached to the MOE (Figure 7.1). In addition, both the MOE and governorate are required to use the civil servant salary table defined by the Civil Service Commission as a guideline, in planning the Chapter 1 budget (wage and salary).

Figure7.1: Public Education Finance Structure in Egypt



Source: MOE, Budget Department

Table 7.3 below shows estimated public expenditures for kindergartens, together with the estimated composition. When compared to total expenditure for pre-university education or total education expenditure, expenditure on kindergarten is very small. In 1998/99, it is estimated that public expenditure on kindergarten was only LE 135 Mil., while total pre-university education and total education expenditure (including university) came to LE 10,036 million and LE 15,715 million respectively. Kindergarten occupies only 1.2% and 0.8% of pre-university education and total education expenditure[8]. Reflecting the rapid expansion of the kindergarten system in Egypt, however, the estimation below also shows that the share of kindergarten in public expenditure has increased rapidly through the 90s.

Table7.3: Estimated Public Expenditure for Kindergarten

Item	Amount
Total Education Expenditure (1999 LE Mil.)	15,715.1
Pre-university Expenditure (incl. Pre-Primary) (LE Mil.)	10,035.6
Estimated Public Pre-school expenditures on –public (LE Mil)	120.6
Estimated Total Pre-primary expenditure to Total Education Expenditure (%)	0.8%
Estimated Pre-primary expenditures to Pre-Univ. Education (%)	1.2%

Source: World Bank-PPMU, Mission Estimation

Though comprehensive budget expenditure information was not made available during the Review mission, unit cost estimation of public kindergarten expenditures can be derived from two types of information. One is the national education expenditure data used above, and the other is MOE (not governorate) kindergarten expenditure. The first approach (see table 6 below) suggests that disaggregated expenditures estimated unit costs of kindergarten education are approximately LE 800 per pupil and LE 24,500per classroom, though this estimation may over-value actual expenditures (Table 7.4). The second approach suggests a unit cost of LE 300-1,000 per pupil and LE 11,000-37,000 per classroom.

Table7.4: Kindergarten Unit cost per Pupil and per Classroom – PPMU data

Item	1998/99
Estimated Pre-primary expenditures on -public (1999 LE Mil.)	121
Number of pupils – public Kindergartens	153,427
Unit Cost per pupil on public coverage only (LE)	786
Number of classrooms – Public Kindergartens	4,925
Unit Cost per classroom coverage of pupil only (LE)	24,482

Source: World Bank-PPMU, Mission Estimation

In turn, an estimation exercise employing MOE kindergarten expenditure data (see Table 7.5 below) indicates unit costs of public kindergartens to be approximately

[8] Due to the insufficient information and possible inconsistency of original data, estimated figures are far from precise. These estimations are only approximations of public kindergarten expenditure.

LE300-400 per pupil and LE 11,000-13,000 per classroom[9]. The data provided from MOE Kindergarten Authority covers only MOE expenditure, not educational expenditure through the MOF-Governorates channel.

Table7.5: Estimation of Kindergarten costs per pupil and per classroom – MOE Kindergarten Department Data

Year	1994/95	1995/96	1996/97	1997/98	1998/99	1999/00
Number of Pupil	71,227	83,192	128,875	N.A.	N.A.	200,555
Number of Classroom	2,020	2,544	3,795	N.A.	N.A.	6,242
MOE Kindergarten Budget (LE, Nominal)						
Chapter1 (wages and salary)	12,472,000	17,313,000	28,539,000	N.A.	N.A.	38,259,000
Chapter2 (other recurrent cost	395,000	883,000	1,449,000	N.A.	N.A.	2,677,000
Chapter 1&2 Recurrent cost total	12,867,000	18,196,000	29,988,000	N.A.	N.A.	40,936,000
Chapter 3	18,055,000	1,010,000	501,000	N.A.	N.A.	85,000
Total Chp1-3	30,922,000	37,402,000	60,477,000	N.A.	N.A.	81,957,000
Unit Cost (nominal)per						
Student	434	450	469	N.A.	N.A.	409
Class	15,308	14,702	15,936	N.A.	N.A.	13,130
Unit Cost (1999 LE) per						
Student	325	367	408	N.A.	N.A.	409
Class	11,467	11,986	13,855	N.A.	N.A.	13,130

Source: MOE Kindergarten Department, Mission Estimate

The construction plan (2000-2001) for kindergartens by the MOE aims to build 160 new kindergarten classrooms with LE 1.16 million (LE 0.9 million for building construction, LE 0.1 for equipment and facilities, and 0.16 for administrative and other costs). Thus, it is estimated that construction cost per classroom is LE 7,000-8,000.

The teachers' salaries are defined in accordance with civil servant salary table. Table 7.6 below shows a brief structure of the teacher payment guidelines for the basic salary defined by the Civil Service Commission. The salary of a university-graduate new teacher starts from Level 3, however, teacher grade and civil servant rank are not necessarily matched exactly one to one. One noteworthy characteristic of the Egyptian teacher (civil servant) payment structure is that allowances and incentives determine the largest portion of the actual salary. In chapter 1 of the budget, there are approximately 70 incentive and allowance items classified by 3 groups with 14 sub-groups. As an example, it is suggested that a public Level 3 teacher would receive approximately LE100-150/month including basic salary, allowance and incentives, while LE40-60/month is stated as the basic salary for this class[10]. The same salary table is applied to all the teaching and non-teaching staff regardless of what grade he or she teaches. For example, kindergarten and primary education teachers are paid on the same salary scale.

[9] Data employed for the estimation exercises and estimation methods are shown in Appendix XX.

[10] A typical salary for private kindergarten teachers is approximately LE 400 / month, but the range is wide.

Table7.6: Basic Salary of civil servant in Egypt

Level	Annual Salary Range (LE)	Average Annual Salary (LE)	Remarks
Managers/Directors			
"Excellent"	2,603	2,603	
"High"	1,680-2,433	2,100	
"General Manager"	1,500-2,304	1,900	
Officers/Staff			
Level 1	1,140-2,088	1,600	
Level 2	1,140-1,608	1,400	
Level 3	576-1,608	1,100	University Graduate teacher starts with Level 3
Level 4	456-1,212	800	
Level 5	432-624*	700	
Level 6	425-744	600	

* As stated in the original document
Source: Ministry of Finance

In 1998/99, approximately 97% of pre-university expenditures went to salary/wages and other recurrent costs, while only 2-3% comes from the investment budget. Since governorates have primary responsibility to recruit and administer teaching and non-teaching personnel, the major part (94%) of Chapter 1 expenditures is channeled through the governorates.

7.3 Public Expenditure on Nursery

MISA provides both start up grants (Development Grants up to LE 25,000) and funds for recurrent costs (see above). Generally, NGO nurseries are built in an existing building and 30-50 new nurseries are built each year using these financial schemes. To support recurrent costs, MISA has a subsidization scheme that covers staff salaries, meals, health care service (cost for medical doctor to visit the nursery once a week), and other equipment and facility purchases. The maximum amount of this "Operational Grant" is LE 12,000/year (it had been LE 7,000/year until 1998). It is reported that approximately 2,700 out of 7,500 nurseries received this grant in year 2000.

From the view point of a NGO that operates or will operate a nursery, possible revenue sources are governmental subsidization described above, fee collection, and donations. In general, however, fee collection from parents are the main resource for financing operating costs, given that the funding from MISA does not cover all operating costs. The monthly salary of a nursery teacher or nanny varies between LE 30-80 per month.

Though it is not explored in detail, some financial incentives (tax reduction/exemption, subsidization) are set to promote ECE/ECD in the commercial sector. Companies with more than 100 women employees are required to offer day care for young children. However, there are reported to be less than 100 such worksite centers, suggesting that this requirement may be honored in the breach.

BOX : Visit to A Nursery Operated by Warraq Al Arab Foundation, Gila

Warraq Al Arab area is located in Gila Governorate, and the nursery visited is located a area that is regarded as a poor but not the poorest area in Greater Cairo. The nursery is situated in a 4-storied headquarters building of the foundation that is located in a mixture of resident, shops, café, and restaurant. Among 4 floors, the 2nd and 3rd floors are dedicated to the nursery while the 4th floor is used as office rooms of the NGO. On the rooftop is a playground for children. In front of the building, across a path, is a Public primary school.

The foundation was established in 1959, and the nursery in 1973. The nursery accommodates children aged 2-6, and has different classrooms for those aged 2-4 and 4-6 respectively. Thus virtually it functions as a Kindergarten, though theoretically it is a nursery under supervision of MISA. According to the staff, the total numbers of pupils are approx. 100-120 (aged 4-6) and 60 (aged 2-4). There are four female young teachers for 4 classes, and all of them are born and raised in that area, so that they know all the parents privately too. In addition to teachers, there is staff in charge of cleaning, sweeping, and observing children. Monthly fee is LE 10; approximately 10% of parents do not pay fees at all, and another 10% pay fees discounted by 15%. Most of the mothers of children are housewives, not working women. They would like to send their children to the nursery not because the mothers have to work; rather they do so as they think good nursing and educational services are available, according to nursery staff.

The NGO is one of five that collaborated with the ECD project financed by Bernard van Leer (BVL) Foundation and supervised by MISA. The NGOs has been receiving a grant (LE 13,000 per year) from MISA through the Rural Children Project. Through physical improvement and training received through these projects, the nursery has been "revitalized" and is regarded as one of the best nursery in the area. The nursery is most attractive in terms of both financial and physical conditions; normally they receive more enrolment applications than they can accommodate.

The place is something beyond a simple nursery; it also works as a community center. At the time of our visit, there was a literacy class for woman under way, with participants of approximately 20. Various activities organized by the NGO take place in the same building, such as handcraft workshop, "museum corner" activity (a room is dedicated to display handy crafts, drawings, sculptures made by children), counseling/intervention regarding divorces, etc. It also works as a shelter for children at risk of being orphaned.

7.4 Cost-sharing and Private cost of ECE/ECD

According to MOE, an average public kindergarten charges 200-300 per pupil per year. Kindergartens in poorer neighborhoods charge less than LE 100 per year, while pilot (English language) or experimental kindergartens may charge more then LE 800 a year. Private kindergarten costs vary but generally they range between LE 1,000 to 5,000 per year.

By contrast, per annum average per-student pre-university educational cost to a household is LE 243.25 (NIP 1998) (Table 7.7). This amount covers educational fees, books and stationary, transportation, and private lessons.

Table7.7: Per annum average per-student basic education (primary and preparatory) costs (LE)

Level	Fees	Books & stationary	Transportation	Private Lessons	Total Cost
Fees					
Poor	21.76	26.27	0.85	76.16	125.04
Middle	55.69	40.06	4.16	101.36	181.27
Rich	270.58	83.23	34.00	231.52	622.33
Total	71.36	43.02	8.71	120.16	243.25

Source: NIP (1998)

Though rather dated, Moreland et al (1996) utilized data obtained through the *Expenditures on Egyptian Children Survey* conducted in 1995, which sampled 3,799 households nationwide. The study gives provides a context for the preschool education expenditures of households (Table 7.8). On average, approximately 15% of total household expenditures are educational costs for children. Expenditure on education comprises approximately 80% of total expenditures on children[11].

[11] According to MOE Kindergarten Authority, the public kindergarten fee collected from parents is not earmarked to kindergarten sector. Instead, this revenue is re-allocated to other MOE activities. It is suggested that in terms of financial administration, public kindergarten system at the moment is functioning as a revenue generating institution. According to MOE and MISA, however, there are no financial incentives for the private sector (i.e., tax reduction/exemption or subsidization) to promote ECE/ECD. A private educational institution is considered a for-profit institution serving richer groups of the society, and thus providing public funds to such enterprises is considered not to be equitable.

Table7.8: Household expenditures on children and education

Background Characteristics	Mean Total Annual Expenditure		Mean Annual Observable Expenditure on Children**		Mean Annual Education Expenditure		
	Total	Per Capita Annual Expenditure	Total	Per Capita	Total	Per Enrolled Child	% of total household expenditure ***
Place of Residence							
Urban	8,687	1,937	1,354	417	1,219	521	9%
Rural	6,988	1,205	1,043	250	759	307	7%
Cairo	9,393	2,364	1,341	437	1,265	579	9%
Urban Lower	8,086	1,761	1,451	437	1,192	479	9%
Rural Lower	7,749	1,382	1,210	299	849	332	8%
Urban Upper	8,039	1,515	1,244	332	1,111	127	9%
Rural Upper	6,050	1,001	751	172	576	249	5%
Sex of Head of Household							
Male	8,391	1,493	1,211	319	N.A.	N.A.	N.A.
Female	5,261	1,674	1,104	366	N.A.	N.A.	N.A.
Number of Children in Household*							
0	5,020	3,142	N.A.	N.A.	N.A.	N.A.	N.A.
1	6,317	2,223	569	569	452	452	5%
2	8,700	2,164	906	453	847	423	9%
3	8,258	1,593	1,199	400	1,170	390	11%
4	9,244	1,500	1,456	364	1,713	428	4%
5	8,321	1,136	1,321	264	2,012	373	16%
6	8,781	1,051	1,672	279	N.A.	N.A.	
7+	9,057	809	1,569	194	N.A.	N.A.	
Education of Head of Household							
No Education	6,070	1,128	949	234	757	322	7%
Primary	7,812	1,429	1,219	313	923	369	8%
Preparatory-Secondary	8,380	1,737	1,259	383	1,128	461	8%
University and Above	12,330	2,864	1,832	687	1,612	710	9%
Household Structure							
Nuclear Family	7,749	1,689	1,176	340	1,021	427	9%
Extended Family	8,053	1,093	1,262	285	891	362	6%
TOTAL	7,812	1,513	1,198	323	989	411	8%

Notes

* Computed for households with at least one child and for the following items: children's clothing, education, infant formula, disposable diapers, weddings, and prenatal care

**Number of children currently enrolled for annual education expenditures

Source: Moreland et. al. (1996)

In contrast, public primary education (after Kindergarten) costs only LE 20-30 per month, thus it is said that kindergarten is virtually a luxury educational expenditure of richer people. MOE has the authority to determine the fee to be charged at kindergartens directly belongs to MOE, while governorates also define the fee of those financed through them, and MOE just monitors and supervises them.

Nursery charges are slightly cheaper than kindergartens. In general, an NGO-operated nursery charges LE 120-240 per children per year (10-20 per month), while kindergarten costs 200-300 per year. Nevertheless, not all parents can afford to pay the nursery fee. For example, at a nursery in Gila governorate approximately 10% of

parents can not pay, and another 10% pay a discounted fee. The following table shows the fees collected in Egyptian kindergartens and nurseries based on the information collected through interviews. Following table compares fees for ECE by sector.

Table7.9: Comparison of fee collected at ECE/ECD level and primary education (LE)

	Public	Private
Kindergarten	100 / year: "Poorer" school: Less than 200-300 / year: "normal" school: 800 / year and more: "Unique and pilot" school:	1,000 – 5,000 per year, even more
Nursery	120-600 / year (10-50 / month)	N.A.
Primary School	240-360 / year (20-30 / month)	1,000 – 5,000 per year

Source: Information collected through the mission interviews

While the suggested fee levels outlined above are in line with what are observed through site trips to several kindergartens, they are inconsistent with government documents. In the government documents, the fee charged to parents is set at LE 19.3 per year plus optional insurance cost of 0.5 per year (Table 7.10). This is a new government policy not yet implemented. It is interesting to see the gap between the actual fee collected at the moment and this new policy. Assessing how the Ministry would enforce such a "low" fee collection would be one of the topics to be explored in the coming years.

Table7.10: Defined annual fee per pupil per year to be collected for year 2000/2001 (LE)

	Category I: Proposed Educational Fees	Category II: Annual Obligatory Parental Fee	Category III: Optional Fees	Total I&II	Total I-III
Kindergarten	**15.20**	**4.10**	**0.5**	**19.3**	**19.8**
Primary	16.70-17.20	4.10	22.5	20.8-21.3	44.3-43.8
Preparatory	24.00	6.20	25.5	30.2	55.7
Secondary	30.25	7.50	32.5	30.75	63.2
Industrial	32.95	7.50	32.5	40.45	72.95
Items Covered	Parents' Association Students' Association Maintenance of Laboratories Social Activities Scouts and Sports Art Cultural Activities School Library Technological Development Examination Costs Building Maintenance Equipment Maintenance Industrial Materials Infant Care Special Education	Care for young children Health insurance Association for teachers' vocation	Insurance for injuries and accident Teaching Manual		

Source: MOE (Kindergarten Department)

7.5 Observations and Findings of Financial Demand for ECE/ECD Implications to Improve Current Public ECE/ECD Finance

NCCM (1998) claims that their "task is to expand the number of nurseries (and kindergartens: notes by the mission) up to 100% by the end of the second decade of the 21st century" (NCCM 1998:14). MOE-GAEB (General Authority on Educational Building) has a target to build kindergarten classrooms at 60% (or 65%) of public primary school by 2010, and MISA also plans to expand the nursery system. Coordination among these plans and declarations regarding expansion of the formal ECE/ECD system in Egypt is not clear.

A simple analysis of kindergarten expansion plans suggests that public kindergartens would need to serve approximately 1.6 million children age 4-5, which is 9 times the current enrolment to public kindergarten in 2010[12], hence it would require 9 times the current financial resources to be mobilized. This would necessitate approximately 47,000 more classrooms (5,806 in 99/00) and 65,000 more teachers (7,965 in 99/00).

Even though expansion of Egyptian public kindergartens during the past 10 years is remarkable as the number of pupils enrolled has more than tripled, it may be fair to consider a 9-fold expansion in the next 10 years as financially unrealistic. An official at GAEB mentioned that such an expansion is not feasible since sufficient financial resources would not be available.

It is strongly recommended that the Egyptian Government have a comprehensive action plan. This would cover at least the following issues for each year toward a certain target year (probably 2010 or 2020):

(1) Targets for quantitative expansion of kindergarten and nursery (for single ECE/ECD-aged population);
(2) Role of public/private, kindergarten/nursery and household sectors in terms of quantitative provision (number of classroom, teachers, etc.) and financial resource provision; and
(3) Realistic resource mobilization plan regarding finance and human resources.

The financial constraints of parents also may limit these plans. As kindergarten is not a part of compulsory education, it tends to be more expensive than primary education. Also many parents need their children as labor to provide supplementary household income.

[12] Assumption used here are:

- Steady ECE/ECD aged population up to 2010;
- NER 100% at the first grade of the primary school in 2010; and
- Pattern of Kindergarten services provision between public and private is same to that of primary education provision of 1999/2000 in terms of number of pupil (public: private: 92%:8%).

Public sector would provide Kindergarten services equivalent of 60% of the "92%" above.

7

CONCLUSIONS

Egypt has adopted appropriate policies and programs to optimize the development of its young children. On the whole, the policies and programs are ambitious and thoughtfully conceived, reflecting local and international knowledge and program experience about improving the lives of young children. Leadership appears to be committed, and some classrooms offer excellent opportunities for young children.

One major gap in national action to improve the lives of young children is systematic attention to parents and the home environment. There are also some serious obstacles to the success and expansion of preschool and nursery programs.

Equity is a serious structural problem. Costs for kindergartens, preschools, and nurseries are high for the great majority of parents. For the parents and children who most need these services, i.e., the poor and illiterate, the costs are perhaps prohibitive.

A second probable cause of inequity in access to early childhood services is not documented or well understood. Indications are that poorer less educated parents do not appreciate the value of preschool for their children and thus would be less likely to send their children to preschool even if it were affordable.

Effectiveness and efficiency in early childhood education turn on equity and the access of young, disadvantaged children to child development services. The children who benefit most from preschool are the children of impoverished and illiterate families. The return on a dollar spent for the early childhood education of these children is very high. International research suggests that the return is in the neighborhood of seven to one. Returns for early childhood dollars spent on children from prosperous educated families are also positive, but not as favorable. Those children are generally prepared adequately for school success by their families.

Thus, to raise the returns on investments in preschool education in Egypt, programs may need to target children who most need and would most benefit from preschool. This means that early childhood services must be priced for those who would benefit most from them, and outreach or education about the value of early education extended to the families of those children.

Quality issues are beginning to surface as kindergartens expand. There is some concern that children who enter first grade from kindergarten are so accelerated that first grade is not useful for them and may even be demoralizing. The readiness gap between children who have and have not attended preschool is a challenge for teachers in the early primary grades. The MOE has incorporated a one month transition at the start of grade 1 to help children who did not have preschool catch up with their more fortunate peers. These transitional materiel, their use in classrooms, and their effectiveness have not

been evaluated. Special training or guidance for teachers on managing classrooms with diverse levels of learning readiness might be quite effective, since the overall caliber of kindergarten teachers is high.

Other quality issues include the need for increasing numbers of trained kindergarten teachers, expanding needs for in-service training, inconsistent supervision of teachers, a heavy reliance on books as instructional materials, and internal inconsistencies in orientation and execution of approaches to teaching and learning of young children.

The MOE needs better information and data for planning. One gap is private provision of services. Although most kindergartens are registered, provision of preschool for 4 and 5 year olds in nurseries is apparently fairly widespread. Since nurseries are not regulated as kindergartens, these services are unknown and uncounted.

The services offered by nurseries for younger children are regulated and monitored. However, the quality of learning and socialization environments for very young children is not well supported, nor is it monitored. Supply of nurseries is apparently adequate and growing, but it is widely acknowledged that quality is very mixed. Particularly in the less expensive, resource poor care settings, quality is sometimes quite deficient. This presents challenges on two fronts. One is to educate parents to recognize good and bad quality in care for young children. The other is to improve the capacity of nurseries to offer good care.

Kindergarten and nursery programs are just getting started on a national scale. Now, while Egypt's ECD policies and programs are new and still somewhat fluid, is an optimal point in time to review and analyze their functions, systems, and effectiveness. It is an opportune moment as well to take an analytic look at plans, finances, costs, and benefits. Strategic investment and well-designed donor inputs at this point could make a significant difference in the quality as well as quantity of programming now and in the future.

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